

CURA
RESOURCE COLLECTION

PROGRESS REPORT ON EDUCATION*
MINNEAPOLIS NEW CAREERS PROGRAM
UNIVERSITY OF MINNESOTA
FIRST FISCAL YEAR, ENDING JUNE 30, 1968

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Prepared By

Esther Wattenberg
Project Director

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* This second Progress Report covers the period from January through June, 1968. The first Report describing the initial period from August, 1967 to January, 1968 is available upon request from 219 Clay School.

Acknowledgments

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E.W.

We Share The Dream . . .

"Universities adapting to the new needs of the day must learn to develop the abilities of people . . . who should be trained on the job, get university credit for their experience, learn in relevant courses and develop a liberal arts knowledge that is built around their concerns."

Martin Luther King

(quoted in New Careers
Newsletter for Washington,
Fall, 1968; from his book
"Where Do We Go From Here?")

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I Introduction

Intimidating in its complexity, the New Careers program, in our judgement, the most experimental and far reaching program in the entire manpower development effort, now moves to the end of its first year of operation in Minneapolis.

As understood by the staff of the University of Minnesota component of the Minneapolis program, the New Careers concept involves three somewhat independent goals or purposes. First the goal of helping low income people enter the job market in an area of high demand and great social need, namely human service occupations. Secondly, the New Careers concept aims at improving services themselves by allowing the low income aide or worker to help the middle class professional relate to a variety of "minority" groups: e.g., the poor, the non-white, the alienated. Thirdly, the concept implies the development of New Careers: the creation of socially useful jobs at entry level with appropriate education and training allowing for advancement on the career ladder within the agency, or between agencies.

While these three major goals may appear somewhat unrelated, they are actually fused together by a pervasive goal: the restructuring of staffing patterns in human service agencies and institutions with accompanying changes in higher educational institutions, in order to achieve a relevant response to the unique education needs of those advancing in New Careers.

Frank Riessman and Arthur Pearl in their 1965 publication, New Careers for the Poor, provided the theoretical framework for the New Careers movement. Within this framework wide latitude has been permitted in the design of experimental programs which imple-

ment the Riessman and Pearl objectives. In Minneapolis, the experimental model that is evolving has two features that clearly distinguish it from other developing programs throughout the country: one is that from the first, the Minneapolis program was firmly anchored in an institution of higher learning, the University of Minnesota, where an experimental education component is being tested with the cooperation of the General College and the General Extension Division. The second distinguishing feature arises from the fact that the Minneapolis Public Schools have 115 of the 207 allotted job slots. This gives the program a strong slant on education as the new career field of emphasis. Diverse career opportunities in recreation, employment, corrections, care of the mentally retarded and mentally ill, are, however, also significant in the Minneapolis program.

Beginning in the summer of 1967, the Minneapolis New Careers Program was funded by the Department of Labor (drawing its legislative authority and financial muscle from the 1966 "Scheuer Amendment" to the Economic Opportunity Act). Since its inception in the summer of 1967, the program has been administered by the Community Action Program of Hennepin County's Mobilization of Economic Resources (MOER) Board. Nine different human service agencies and two educational resources, the Adult Basic Education unit of the Minneapolis Public Schools and the University of Minnesota linked themselves into a work-study program for 207 enrollees in New Careers. This development was summarized in an Interim Report published in January 1968. Added agencies, program changes, and the constant need to evaluate, provide the motivation for this up-

dating of the Interim Report. Together the two papers provide a review of the first fiscal year of the program - ending June 30, 1968.

There is, no doubt, value in pausing at the end of the first funding year to acknowledge the gains, review the uncertainties, assess the problems and outline the plans for the future.

II Profile of the Program and Its Goals

Reaching back into the detailed description of the Minneapolis program published in January, 1968, a summary of the essential character of the program can be grasped with the reminder that it is a work-study program with the understanding reached with participating agencies, that half the time of the enrollees would be devoted to their jobs and half to their education and training. While the first year is financed by federal funds, with a 10% local contribution, a commitment to pay 50% of the costs of salaries of New Career employees, in the second year, has been assumed by the agencies. At the end of two years, a permanent staff position for the New Careerists is to be created and this responsibility has been accepted as part of the New Careers program. Initially, as reviewed in January, the Minneapolis program had a major emphasis on three professional fields that involve the careers of its enrollees: education, social work and corrections. The recent addition of new participating agencies, particularly Westminster Presbyterian Church with its program of care and training for the mentally retarded, Anoka State Hospital for the mentally ill, the State Human Rights Commission, and the Minneapolis Park Board has broadened career choices. Functionally, the work in these agencies, is generally similar to our broad classifications included under education and social work. However, the evolving curriculum will attempt to reflect some of the special interests of the most recent agency additions to the program: particularly community organization and an understanding of the mentally retarded and mentally ill. While we shall retain the generic nature of the educational design, the rich resources of the University enable the New Careerist to enroll in course work that will be especially relevant

to his particular career development.

To refresh an understanding of the framework within which the New Careers program operates, a very brief review of the legislation and guidelines issued by the Bureau of Work Programs which administers New Career programs for the Department of Labor is in order. The explicit guidelines for a New Careers program under the "Scheuer Amendment" of the E.O.A. are these: the enrollee must be over 22, unemployed, or underemployed, accepting an opportunity to work in a non-profit agency or institution which has agreed to provide ladders of upward career mobility in the human services.

While the Minneapolis program gave some priority to enrollees who were heads of households, eligibility for the program was otherwise intentionally broad, and based on a "screening in" process which abandoned the conventional, exclusionary qualifications of past education and employment performance records.

Summary of the Profile of the Program

As the following statistical picture¹ of the program as of June 30, 1968, reveals, the striking feature is one of heterogeneity with regard to the people involved, and diversity with respect to the agencies participating.

In its first year, the Minneapolis program has developed a total of 207 job slots in nine different agencies. (Shortly after June 30 these agencies were added: Anoka State Hospital, 9 slots; Minneapolis Park Board, 2 slots; State Dept. of Human Rights, 6 slots; and Westminster Presbyterian Church, 6 slots.) The number

¹The statistical tables are apt to be more of a "snapshot" than a fixed entity, given the phasing-in process of new enrollees, drop-outs, transfers from one agency to another and administrative delays in placement. These figures were provided by the research staff whose data is collected, periodically, for specific research purposes and not for record keeping.

of slots allotted to each agency varies from a maximum of 115 assigned to the Minneapolis Public Schools to two positions each with Family and Children's Service and the Urban League. Not all job slots were filled, as of June 30, 1968, and a number of enrollees did not stay with the program. The following table gives the number of allotted slots per agency.

<u>AGENCIES</u>	<u>JOB SLOTS</u>
Corrections (all Civil Service):	
Minneapolis Police Dept.	6
Minneapolis Workhouse	5
State Dept. of Corrections	8
(Minnesota State Prison,	(4)
Minnesota Reception and Diag-	(2)
nostic Center, Institutions	
Community-Continuum)	(2)
Social Service:	
Minneapolis Urban League (United Fund)	2
Family and Children's Service	2
(United Fund)	
U. of M. Agricultural Extension	
Service (Civil Service)	9
Education, Training, and Employment:	
Minnesota State Employment Service	9
(Civil Service)	
Twin Cities Opportunity Industrial-	
ization Center (Private-Federal)	51
Minneapolis Public Schools	115
(Civil Service)	

The following tables indicate the characteristics of New Careerists as to sex, ethnic background, age, number of children, marital status, previous means of support, and years of schooling. Each trait is related to the pattern of dropouts from the program.

ENROLLEES - DROPOUT PATTERN

<u>Sex:</u>	<u>Number</u>	<u>Per Cent</u>	<u>Dropouts</u> (N for the total Dropout Population)	<u>Per Cent</u>
Male	49	32%	20	43%
Female	<u>93</u>	<u>68%</u>	<u>27</u>	<u>57%</u>
	142		47 (N)	

<u>Ethnic Background:</u>	<u>Number</u>	<u>Per Cent</u>	<u>Per Cent</u> <u>Dropouts</u>
American Indian	11	8	19
Negro	55	41	45
Latin American	0	0	0
European	55	40	34
Asian	0	0	0
Mixed (some Negro)	8	6	0
Other	<u>4</u>	<u>3</u>	<u>0</u>
	133		

<u>Age:</u>	<u>Number</u>	<u>Per Cent</u>	<u>Per Cent</u> <u>Dropouts</u>	
22-29	38	28	47	
30-39	55	41	26	
40-49	31	23	23	
50-59	9	6	2	Median Age: 34

<u>Number of Children:</u>	<u>Number of</u> <u>New Careerists</u>	<u>Per Cent</u>	<u>Per Cent</u> <u>Dropouts</u>
0	13	10	22
1	21	16	15
2	13	10	22
3	25	19	13
4	28	22	9
5	11	8	4
6	10	7	2
7	3	2	6
8	3	2	2
<u>9 or more</u>	<u>2</u>	<u>1</u>	<u>0</u>
425	129		

<u>Marital Status:</u>	<u>Number</u>	<u>Per Cent</u>	<u>Per Cent</u> <u>Dropouts</u>
Single	22	16	21
Married	39	28	28
Separated	25	18	13
Divorced	44	32	26
Widowed	6	4	10
Other	0	0	0

<u>Previous Means of Support:</u>	<u>Number</u>	<u>Per Cent</u>	<u>Per Cent Dropouts</u>
Self	61	45	53
Spouse	14	10	8
Parents	1	0.7	0
Welfare	50	37	34
Pension	6	4	4
Other	1	0.7	0

<u>Years of Schooling:</u>	<u>Number</u>	<u>Per Cent</u>	<u>Per Cent Dropouts</u>
8 or less	2	1	4
9	6	4	2
10	24	17	6
11	17	12	17
12	59	43	42
13	14	10	12
14	11	8	8
15	2	2	2
16	1	1	1

Dropouts

Although a detailed analysis of dropouts will be available from the research staff at a later time, it is possible to make some observations at this point. While the rate of dropouts fluctuates, the overall dropout rate for the Minneapolis program, as of June 30, 1968, is 32%.

By and large, the dropout has higher aspirations than those who stay in. Among his peers, he is younger, more highly educated, has fewer children and less family responsibilities. This typical dropout has higher expectations of himself than those who stay in and appears to chafe at the limitations set out by the program (salary levels, limited educational time, etc.). His stay in the program, however, seems to have given him a sense of confidence, sharpened his own vocational goals, and restored a sense of his potentialities. We note, for example, that some were able to get

full scholarships to pursue full-time higher education; others have taken jobs with substantial salary increases and are pursuing their education in evening classes at the University; still others have gone on to jobs in the human services in other agencies. In some ways this typical dropout could also be described as a "drop-in" at a higher level of opportunity than he previously had.

A composite picture of the person continuing in the program is that of a female, Negro or Caucasian, 35 years of age, with 4 children, divorced or separated, previously on some form of public assistance, with 12 years of schooling.

We note that the male who stays in the program is likely to be single, about 30, Negro or Caucasian, with an 11th grade education and an intermittent employment pattern.

The ethnic factor in the dropout rate is of interest: 19% of dropouts are Indians, which is disproportionate to their percentage in the program. Those of mixed racial-ethnic background are not dropping out in proportion to their numbers in the program.

In accounting for the reasons of those who leave, it is the opinion of the research staff that from September to February (the early part of the program), the dropouts were different than those described above. The early dropouts represented more clearly misrecruitment. Some did not understand that the program would entail work in a situation that required a tolerance for personal interaction; others did not internalize the rigors and demands of a work-study program; a few claimed to be misinformed of the career opportunities: i.e., they were told they could be social work aides but were placed as instructional aides, instead, and could not tolerate the frustrations of the job transfer process; a few thought it was

just another "welfare" program, a "soft touch", and left when they discovered its nature; some indicated that they were in immediate need of money and had no interests in the long term benefits of the program.

A continuing dropout factor, throughout the program, has been the low salary levels of New Careerists (the range is from \$2.00 to \$2.90 per hour). This is especially true where the enrollee is a male head of household. There is now considerable evidence that enrollees suffer a chronic financial strain while they are on the program. Those that stay on, do so barely keeping one step ahead of financial disaster. For them, they say, the hope of future advancement outweighs the struggle of present hardships. (see final section)

The following four factors, necessary to job satisfaction according to the research staff, were absent and therefore contributed to some New Careerists' decision to terminate the program: a clear-cut hierarchy of authority, a variety of tasks for aides to do with a certain amount of independence, a chance to feel a part of an agency, and a meaningful in-service training program.

Finally, health and family problems were often a critical factor in terminating the program. Almost one third of the enrollees had serious health problems requiring fairly constant medical attention. Family problems especially for those mothers with large numbers of children often added a critical strain to the range of tensions borne by the enrollees.

As seen by the research staff, we have outlined here the major reasons for dropouts, ranging from lack of clarity in the exchange of information that takes place in the recruitment process to reasons of health and family crises. The hard data for explaining this

phenomenon in the program, however, must await the extensive research report which will be available shortly.

Summary of Program Goals

Jobs in Human Services

The Minneapolis program has developed a total of 207 job slots in 13 different agencies (4 beginning for the second year of the program). However, there has been a quickening of human service employment opportunities created for low-income persons under other auspices in the community and the University staff of New Careers has taken part in much of this development.

Technical assistance in developing programs using New Career principles was sought locally and nationally; extensive participation in numerous meetings to stimulate and inform the community of the importance of the new career movement was also considered an important part of the responsibility in establishing a durable program. The wide range of meetings is indicated by the fact that the V.A. Hospital, a consortium of suburban schools, the Junior College system, the Public Health Department, and the University's Division of Family Studies, are among those who have explored new curriculum patterns and new career ladders with the University staff of New Careers. Recently, the Project Director was appointed to a committee of the State Department of Public Welfare to assist in developing a new careers plan under the 1967 amendments of the Social Security Act.

Beyond the local interest in the program, technical assistance and information on the Minneapolis program has been sought from many colleges and universities throughout the country.

To stimulate an interest in new careers concepts for private

industry, a modest proposal for an experimental project was submitted to the Urban Coalition. The objective of this proposal was to introduce New Career principles to industry, particularly in the development of entry level jobs which would lead to advancement toward middle-management positions, opportunities which are currently unavailable to minority group persons.

While the experimental model being developed here under the aegis of the Department of Labor is concerned primarily with creating the most effective program it can for its present enrollees, the responsibility of stimulating an acceptance of new careers in the community and responding to the widespread interest in the program elsewhere has been accepted as an additional task.

Improvement of Human Services

A systematic evaluation of the contribution made by the enrollees in improving the services given by their agencies is one of the vital national research tasks that still remains to be explored. Progress toward this goal, difficult to measure at best, will have to await whatever hard data can be compiled in the future. However, a strong impression emerges at this time based on rather extensive "anecdotal" reporting from the New Careerists and from informal conversations with agency staff.

The impression is that the "linking" function of the New Careerist, acting as a bridge between his neighborhood and its constituency, and the agency, has been effective in one direction. . . interpreting the services and functions of the agency to the community. There is now substantial evidence that New Careerists can reach the hitherto inaccessible agency clientele, that they can perform a range of

"outreach" tasks that improve and extend the agency's service.

Less clearly established, however, is the effectiveness of the New Careerist in spanning the other part of the bridge. . . interpreting to the agency the needs and special problems of people in his community. Sensitizing the conventional staffs of agencies to low-income and alienated persons seems to take place only when the New Careerist feels himself to be an integral part of the staff and in a secure relationship with his advisor or supervisor. In those situations where the New Careerist is made to feel an outsider or where he finds his supervisor unaccepting of his particular knowledge and perceptions, there is likely to be little effort to extend the agency's understanding of neighborhood concerns and needs. While, at this stage of the development of the program in Minneapolis, we do not have extensive evidence to illustrate how the professional staffs of agencies have been made the beneficiaries of an enriched understanding by the observations and insights opened to them by New Careerists, there have been enough efforts reported to give an impression that a beginning on this vital aspect of the program has been established. For example, in one instance, not long ago, a New Careerist on the staff of a social agency, in a staff meeting, explained why the particular application form for nursery school would simply turn mothers off. One question asking the mother to delineate her "previous group experience" would not be understood as that phrase is completely derivative from a middle class background and secondly, a question asking for father's working hours would be, in fact, regarded as a humiliating inquiry since many of the mothers needing the service would in all likelihood be unmarried or separated. The agency is revising its application form.

Establishing New Careers

The third goal of the program is the matter of career ladders: providing tangible levels of upward mobility. Development of career ladders in the diverse fields of education, social work, corrections, recreation, etc. is being accomplished by three strategies. First, all agencies are required to assure employment to enrollees in the third year of the program.

Efforts are also being made via civil service and other routes to develop new kinds of positions in agencies. Some of these new positions are intermediary between aide jobs and professional jobs. Minnesota State Employment Security, for example, obtained a new Interviewer position requiring only two years of college work; the school system is pushing hard for state certification procedures which would allow establishment of a permanent position of "certified career aide" likewise requiring two years of college work, or a combination of college work and equivalents in in-service training. A new classification has been established for state-wide Civil Service: Social Service Rehabilitation Technician (teacher aides, assistants to rehabilitation counsellors, therapists in music, recreation, physical therapy). The State Department of Civil Service reports that they are working toward thirty classifications that belong to a para-professional category. Entry level jobs will progress to a senior classification for those with an AA degree (Associate in Arts, granted in the Junior College system and General College of the University of Minnesota.)

And this brings us to the final and major effort toward a career ladder and that is tying a college level education directly into the program. Substantial progress has been made in this first funding

year in curriculum development, innovative credentialing both in credit for New Career work and in the establishment of a 45 credit certificate, and in some significant changes within the University itself.¹ Since this report is chiefly concerned with the higher education component of the New Careers program, the remaining portion of this progress report will deal, in some detail, with these developments.

III The Education Component of the New Careers Program

The underlying philosophy of the University of Minnesota's New Career program has shaped its development in two directions. First, the position is taken that a marketable credentialing system for the education component is essential if a para-professional structure is to become a permanent feature of the human services; second, appropriate curriculum for New Careers must be concerned with both the New Careers concept, offering a core of career related courses, and the personal development of the enrollee. The latter is provided through a rich and flexible spectrum of course offerings rooted in liberal education. Since a valid credentialing system for New Careers is a distinctive feature of the Minneapolis program an amplifying statement is in order here.

Our experience since the publication of the Interim Report in January, 1968, leads us inescapably to the emphatic conclusion that merely having in-service training for New Careerists that are only locally oriented, geared particularly to a specific career line,

¹ In each of these areas separate descriptive materials are available. See printed materials available following report.

disconnected from the continuity of accepted educational goals, are pitifully inadequate to both the potential of the new careerist and the ultimate goal of permanent employment. It may be helpful in the short run, but it will have little value for the enrollee if he should transfer to another career line, or leave the program, as he may well do, with the expanding career opportunities that are unfolding so swiftly.

To be innocent of the realities of the increasing reliance on formal schooling as a guage of employability is to do the new careerist a gross disservice. This, of course, is not to deny the fact that a sharp and critical re-appraisal of our existing credentialing system is in order. Certainly the importance that has been placed on a college degree, for its presumed social status value regardless of the actual job requirements, deserves debunking. A competently run new careers program will itself create an urgent re-examination of this kind of false criteria. On the other hand, it is our contention that it is important to create recognition of relevant and meaningful credentials to give the new careerist flexibility for his para-professional development. Despite the recognition that education credentials may be fallible, we take the position that the new careerists can ill afford the luxury of not obtaining degrees, or course credits which are the general currency of employability today. Moreover, without credentials, it seems unlikely that professional organizations will grant status to new positions in their professions. The extensive hearings held recently by the Senate Committee on Labor and Public Welfare, and the House Committee on Education and Labor in their consideration of amendments to the Vocational Education Act, and the huge volume of studies dealing

with past manpower projects confirm, it seems to us, the rightness of our approach both to credentials and an educational component that is neither narrow nor constricting. The future needs of enrollees who will be facing unexpected changes in a complex and shifting employment picture demand a broad education equal to the full career choices in both the public and private sector that may be available to them at a later point.

In spite of admitted remedial education needs among New Careerists, and the proposal of alternate kinds of educational opportunities, the enrollees have overwhelmingly supported the University component.

The interim report described in some detail the inter-related components of the educational segment of the Minneapolis New Career program. In summary, Adult Basic Education (in the hands chiefly of the Minneapolis Public School system) and college level education (using the combined resources of General College and the General Extension Division of the University of Minnesota), have been utilized to provide as individualized an educational experience as possible for the enrollee. Several tracks remain open to the New Careerist. All enrollees spend a portion of their time in an educational component with most of the enrollees engaged in a 50-50 proportion in this work-study program. A small number are taking all of their education in Adult Basic Education. Others have split their work between the University and Adult Basic Education. Most of the enrollees are studying in General College with course loads varying from three to sixteen credit hours. A small number of students are enrolled in the College of Liberal Arts, the University division that leads to a B.A. We have placed no restriction on the New Careerists in their attainment of an academic credential.

The numbers involved in each track as of June 30, 1968 are as follows:

Number of Students, Spring Quarter, 1968

General College	150
College of Liberal Arts	6
Adult Basic Education	9
Leave of Absence	12
College of Agriculture, Forestry, Home Economics	1
College of Education	1
Special Courses	<u>2</u>
	181

Number of Enrollees who Registered without High School Diploma or GED (High School Equivalency): 41

Predicted Goal Student will reach within 2 years of Program:

45 Credit Certificate	87
A.A. degree	38
B.A. or B.S. degree	1
Less than 45	35 (includes ABE)
More than A.A.; less than B.A.	12

In our first year measureable progress has been made in meeting our twin goals of enabling the enrollees to achieve credentials and in devising a relevant educational program for new careers.

Toward a Credentialling System for New Careers

In the first instance out of 41 who did not have their high school diploma or equivalency accreditation, 17 have already achieved this goal and 13 are preparing to take the test. Although no restriction is placed on enrollees who lack a high school diploma, those who do not have this certification are encouraged to achieve it not only because of its intrinsic value in preparing them for higher education but also because in human service occupations and related employment opportunities, this diploma is a basic requirement. Enrollees without a high school diploma are encouraged to participate

in Adult Basic Education by the staff of Project HELP (the counselling unit of the University New Careers Program); individual tutoring has been arranged to help those with specific deficiencies; and a network of support is available to bolster the confidence of those who are fearful of the testing situation. For those enrollees who have achieved the high school equivalency under the New Careers program, the sense of pride and accomplishment reflects the clear understanding of the enrollees, themselves, that they must move to achieve credentials within an accepted framework.

As a sequential mark of achievement we have introduced the 45 credit certificate. The curriculum models¹ for this certificate were presented to a faculty committee of General College and adopted as a certification for New Careerists denoting that they have pursued and completed 45 credits of course work. This marks an innovation from our original design. At the beginning of the program it was our impression that the Associate in Arts degree (90 credits) was an attainable goal for most New Careerists within the two-year span of the program. However, once we had taken into consideration, after the first quarter of operation, the large numbers of New Careerists who did not have a high school diploma, the heterogeneity of educational backgrounds, and the extraordinary demands of a rigorous work-study program on adults with large family responsibilities, expectations of achievement within the lifespan of the program were scaled down. The 45 credit certificate, while a more limited goal, reflects realistically a mark which we believe can be achieved by a large proportion of New Careerists.

Far less firmly developed is the acceptance of the 45 credit

¹ See printed materials available.

certificate credential among agencies, civil service systems, and the general employment market. However, this concern will claim a major share of our attention in the next year. In this connection, it is important to point out that Mr. Fred Hayen, Director of Teacher Aides for the Minneapolis Public Schools, and the Project Director and Coordinator of the University New Careers Program have participated in serious and prolonged discussions with the State Department of Education concerning certification procedures for teacher aides. At this point it seems likely that 45 credits of collegiate work, or some combination of collegiate work and in-service training credits, will be part of a certification procedure.

The A.A. degree probably will be within the grasp of over 25% of those New Careerists enrolled in General College. Those enrollees for whom this degree (which has definite currency both in civil service systems and in the employment market) is accessible are encouraged to take as much course work as they can reasonably handle.

Most New Careerists are enrolled in General College pursuing either the 45 credit certificate and beyond that the A.A. degree. In order to illustrate the broad range of educational opportunities, the University program ranges from tutoring for the ABE (High School Equivalency) to some students who have enrolled in the College of Liberal Arts, the four year program which leads to a B.A.

Finally the enrollees have measurably increased their expectations of enlarged education objectives. An unpublished research report reveals that 120 out of 132 respondents to a questionnaire indicate an aspiration for higher education to the extent that they are planning to acquire some kind of college degree: 90% of the respondents have serious educational objectives.

In the spring quarter, a careful review of the academic performance of each enrollee in the preceding two quarters was made to determine their strengths and weaknesses and their progress toward an accessible credential. This information was shared with the New Careerists to help them engage in a realistic assessment of their goals; with the agencies to help them evaluate overall performance; and to reflect vital data to the University staff of New Careers for the further development of the program.

This assessment revealed roughly five categories in the range of academic abilities and interests amongst the enrollees.

1. Those with little or no interest in an educational component and a pattern of consistent failure . . . 3%
2. Those with marked educational deficiencies, but capable of coping with higher education providing supportive and remedial help was effectively provided 23%
3. Those who can cope with a modified college level curriculum and who can, with a modest amount of remedial help, move into regular college offerings 24%
4. Those who can work effectively in regular college offerings on the General College level 42%
5. Those who are capable, at this point of evaluation, of moving into the College of Liberal Arts and beyond that into professional post-graduate education 8%

We do not, of course, offer these estimates as unyielding categories. Rather, they are rough approximations of where the enrollees are at this point.

In summary, the goal toward achievement of credentials has been fairly substantial. We can predict that a large portion will achieve the 45 credit certificate and the A.A. degree. For some the B.A. degree may also be a reasonable objective. Almost all will make strides toward being within striking distance of a realistic

academic objective reflecting their individual capacities.

Toward an Educational Program for New Careers

As for an assessment of progress toward the other side of the coin, the establishment of an educational program for New Careerists, we shall deal with this in the remainder of this report by examining the various aspects of this program: curriculum development, credit for field work, counselling and supportive services, observations on the New Careerist as student, and on the development of the total program, and finally selected research findings. Altogether, these form the intricate pattern of the educational component that is evolving. To grasp the details of these aspects, and their genesis, the interim report should be consulted. We shall report here, chiefly, on recent progress and changes.

Curriculum Development

In pursuing the general goals mentioned above: career related curriculum, and the provision of general education leading to a recognized credential, either the 45 credit certificate or the A.A. degree, the University program of New Careers has proceeded to fashion a new educational program for new careers within the University structure utilizing, chiefly, General College as its permanent home, and General Extension for a variety of innovative testing situations. The new educational curriculum has proceeded along three lines: the establishment of a core curriculum relating to specific career preparation, the use of "sheltered" classes to meet the special educational needs of some new careerists, and the provision of accredited "workshops".

Core Curriculum

The core courses¹ which have been developed are discussed in detail in the Interim Report. They can be divided into three groups paralleling the three major groups of New Careerists within the Minneapolis Program. These are school classroom (or instructional) aides, social service aides and correctional aides. The courses designed for each of these three groups are as follows:

Instructional Aide Courses

School and Community. Intended for people working as educational aides, this course covers 1) the school as socialization process 2) some limited introduction to modern educational methods and techniques 3) the educational problems of special social groups, for example, lower class, middle class, Negro, White, and so on, 4) the role of the school in community change; and other selected topics.

Introduction to Educational Methods. This course includes 1) a general introduction to educational methods 2) a selected background in educational developmental sequences and learning problems 3) introduction to testing especially the concept of IQ, 4) methods of teaching reading 5) teaching number concepts 6) introduction to social studies 7) discussion of creativity 8) new equipment (hardware) in education 9) educational philosophy (non-technical). (This course may possibly be two quarters in length.)

Social Service Counseling Aide Courses

The Helping Process and the Social Services. This course includes material on 1) "the helping process" 2) problems encountered in relating to other people 3) interviewing 4) community resources for people in trouble 5) record keeping.

American Public Welfare: Programs and Policies. A brief modern history of welfare problems and policies; a description of past and present legislation, and a discussion of the social, political and legal implications of this policy. Above all this course will try to bring public welfare into a focus that is relevant to the work of the New Careers.

Community Dynamics (To be developed)

¹ See printed materials available for a detailed course outline.

Corrections Aide Course

Delinquency and Adult Crime. This course will be an adaption of traditional criminology offerings. It will include discussion of 1) concepts of "law and crime" 2) crimes of violence 3) crimes against property 4) "social" crimes, e.g., addiction or homosexuality 5) juvenile delinquency 6) organized crime and the rackets.

Courts and Corrections. Adaptation of traditional work in penology; but no formal definition of course yet available.

General College, after thorough consideration, has agreed to install the special core course (now offered through General Extension) for admission to its own curriculum as standard offerings. This is a considerable contribution to change within the University structure, in response to New Career developments. General College has been willing to pioneer in an area that is traditionally sluggish: curriculum changes. The step is a highly significant action in the entire process of developing New Careers education in junior colleges and other institutions of higher education.

The development of a core curriculum will continue to be open to fresh considerations as the second year unfolds. We are aware of the conflicting pressures that demand consideration here. Agencies request content that will lead to job effectiveness, although the wide variety of tasks to be performed in the human services remains undefined and ambiguous. Enrollees want content of technical job relevance and a teaching quality that borders on "entertainment". The academy insists, rightfully, on certain standards of educational quality to safeguard a watered-down and trivial content that would be a corruption of college level course work. There seems to be a general agreement that the individual who is most successful in the human services is one who has the personal virtues of wisdom,

sensitivity and mature judgment. How much of this can be taught in a formal educational process has, as always, been a matter of conjecture. To resolve the contradictions and conflicts implicit in job-relevant curricula, is clearly no easy task. We shall be continually assessing the core curriculum, consulting among agency representatives, faculty, and New Careerists, to retain both a sense of utility and broad knowledge in the course content.

To illustrate our experimental approach, we shall mention briefly, the formulation of a new course, The Dynamics of the Community which we intend to offer in the winter quarter. Discussions have been held with a faculty member of the School of Social Work to create a course which will have three chief objectives:

1. To test the value of a mix of students: New Careerists, under-graduate students in social welfare and graduate students in the School of Social Work.
2. To present in an interdisciplinary approach the political, social and economic anatomy of the city in the interplay of decision making.
3. To use community resource persons as well as University faculty as staff for seminars within the course.

This fusion of practical knowledge of the New Careerists (many of whom have assumed leadership positions in community organization), theoretical insights of the faculty and the experience of professional community leaders will create, we hope, the vitality and relevance which is rightfully sought in a classroom scrutiny of contemporary issues.

Sheltered Classes

In addition to the core curriculum mentioned above, the educational component has adapted some existing courses to the special needs of New Careerists and has offered some of them either through General Extension or a special arrangement with General College as sheltered courses open only to New Careerists. To date the following existing courses have been adapted for the New Career program:

Social Problems, a general sociology course which all new students are encouraged to take. The course serves as an introduction to college level courses in the Social Sciences and emphasizes various writing and research skills relevant to higher education.

Oral Communication and Written Communication, basic courses dealing with essential communication skills and techniques considered a "must" for human service students.

Study Skills, designed to work on basic skills, as well as helping enrollees in the complex job of learning to study for college courses.

Family Studies, designed to serve as a basic course in understanding the family and its complex inter-relationships, considered relevant to those entering the field as social work aides and teacher aides.

As mentioned above, these courses exist in the regular University curriculum but they have been modified in the following ways to meet the educational needs of New Careerists: instructors have been especially selected for their vital teaching style and sensitivity to the constituency represented

by New Careerists, attempts have been made, where appropriate, to provide remedial work within the framework of the course and reading and writing requirements have been modified to provide materials more relevant to the students.

As the interim report mentioned, a debate among the staff as to the virtue of sheltered sections has taken place. Speculation as to whether sheltered classes provide the appropriate preparation as a springboard for regular classes or merely serve to reinforce feelings of inadequacy, giving perhaps an erroneous impression of the rigors of higher education stimulated the idea of a controlled experimental comparison of sheltered vs. regular courses. Plans to carry out this experiment faltered last quarter because of unanticipated difficulties in arranging the various interlocking elements necessary for a valid research situation. However, arrangements are now being completed to carry out this inquiry during the winter quarter. Two sections of "Practical Law" will be taught with the same instructor but under distinctive and separate class arrangements: one sheltered and one open to other General College students. Both General College research staff and New Careers research staff are cooperating in launching this experiment to determine the effect of sheltered courses on student performance, morale and attitudes toward academic subject matter. This will enable us to have more than just speculative judgment as a basis for planning future course work.

Accredited Workshops

During the summer enrollees had a choice of participating in one of four workshops: 1) Education Methods for Teacher Aides; 2) Multi-Problem Family; 3) Working with Groups in the Community;

4) The Court System: Probation and Parole.¹ Each workshop involved 12 two-hour sessions. Two credits were awarded for workshop participation. The workshops were designed with the following objectives in mind:

1. To provide information, knowledge and skills in a field of interest closely related to the career line of the New Careerist but one which is not likely to be covered in the usual course work of the academic year.
2. To encourage New Careerists in the more informal atmosphere of the summer courses to consider aspects of their own role in the field of human services and to share these with the instructors (some of whom were brought in from community agencies) and guest faculty that staffed the workshops.

Extensive use of instructors from the community, as well as University faculty, field visits and a more informal atmosphere of give and take combined to create a segment of pragmatic value to the career related component of the education program. An evaluation of the workshops is yet to be completed but it is the impression of objective observers that those workshops which dealt with specific techniques such as group work, an understanding of the techniques in teaching reading and mathematics and family therapy were regarded as most helpful to New Careerists. Certainly further refinements will be considered in the development of workshops as an added component. It is our judgment, at this time, that the combination of community instructors, case material, job related techniques, field visits, geared around a specific career related topic, which we loosely describe as a "workshop", contributes a significant portion

¹ See printed materials available for outlines of workshops.

of a total curriculum.

The Case for a New Track in the Curriculum: The Transitional Education Program

It has become increasingly clear that among the enrollees in the Minneapolis Program there is a very wide range of educational ability. As the report outlines above, we have moved to meet this situation with a combination of resources. The Adult Basic Education Department of the Minneapolis School System is used to help enrollees with basic literacy skills and preparation for high school certification; certain remedial efforts have been developed within the sheltered courses and the introduction of a Study Skills course; for some enrollees a combination of Adult Basic Education (ABE) and sheltered courses have been offered.

Nevertheless there is a group of enrollees whose needs are not being met by the above arrangements. These are a group of people (including some who have now taken ABE work and have passed the GED) who have problems only in certain areas. A common example is the person who has the intellectual ability and the verbal communication skills to be a very successful college student but who lacks writing skills sufficient for the wide range of college course assignments. There are others who because of a long absence from school need specific help in overcoming study skill deficiencies. Some of these latter problems have a psychological component (fear of classroom or books or tests) which is not found in the usual college freshman group.

To meet the variable and unique needs of this second problem group we are proposing a Transitional Education Program (TEP) within the University of Minnesota

In close consultation with the Study Skills Center of the University of Minnesota, a department that has a long history of experience in the field of study skills, and a deserved national reputation for its programs and research, the following addition to the educational component is recommended:

1. The Development of two to three courses designed to meet the heterogeneous needs of those enrollees whose achievement is above the level of Adult Basic Education but who are not coping successfully with the current curriculum offerings. These courses could include creative modifications of reading, writing and vocabulary courses presently offered, as well as inserting within content courses various remedial devices. The course developments will also be concerned with the necessity of developing instructors with special skills in adult education.
2. The Provision of 8 to 10 tutors. Some of these could be provided on a low-cost work-study basis (using low income students) and some, particularly able minority group tutors, should be sought out for their special abilities in relating to certain minority group enrollees. The possibility of using honor students as volunteers in this role is also considered. The tutors would work chiefly on a one-to-one basis with enrollees in the TEP courses.
3. Basic research and development of techniques to meet the transitional education needs of low income minority adults. Conventional approaches in remedial efforts have been geared chiefly toward the white, middle class youngster who arrives in a higher education institution with certain education deficiencies. Irrelevant and inappropriate methods must be systematically discarded but of crucial importance is the development of useful and productive techniques. The value of generating research and development in this area goes far beyond this New Careers program.
4. Provision of coordination by a single staff member, who will coordinate all the elements outlined above into a coherent and cohesive transitional education unit.

Having identified the problem after the first quarter's experience, we have had a consistent concern with the unmet educational needs of a group who have a pattern of spotty attendance in classes, disinterest in even minimal participation in class, and skill deficiencies, particularly in writing. Predictably, perhaps when

a pattern of intermittent absence in class attendance is coupled with disinterest in the educational component, there is also a corollary set of difficulties in the work pattern. The two frequently go hand in hand. Our impressionistic judgment is that 3-5% of new careerists fall into this category. The numbers who will find the Transitional Education Program useful is not so easy to estimate since enrollees in the other and overlapping categories described in an earlier section, above, could make some use of its resources. Approximately 25% of the enrollees can make use of part or all of the Transitional Education Program.

Several discussions have been held with the New Careers Central Administration and with agencies, particularly the Minneapolis Public Schools, to explore useful responses to the varied challenges presented by those needing special educational assistance. Among the suggestions have been a recommendation that some enrollees be placed on 100% work, plus in-service training, in those cases where education seems irrelevant due to limited intellectual ability or total lack of interest in formal education. Exchanges with the director of the teacher aide program, Fred Hayen, indicate that the Minneapolis Public Schools have an interest in developing a special program for the group "in transition".

A "University of the Streets", has been proposed by the New Careers Central Administration Director, Fred Boeder.

A strong case can be made for lodging at least a considerable portion of a remedial program within a university because such an institution can generate much needed research and mobilize skilled resources within its departments to create new approaches.

However much we may recognize the necessity and utility of such a program, its viability will depend on funding which at this writing has not yet been disclosed.

In summary, we have advanced the curriculum development in three significant ways: adoption by General College of five innovative courses related to careers in the human services; the adoption of a 45 credit certificate by General College as an intermediary goal for New Careerists; and the addition of four accredited workshops of a career related nature. Moreover, plans for the development of a sixth innovative course, "The Dynamics of a Community", have been laid. In general, the combination of core courses and general studies will be maintained in the second year. However, while the staff is more than ever convinced of the relevancy of this dual goal orientation, one major change is proposed: the development of a Transitional Education Program.

Credit for Work Experience

Awarding two credits per quarter (counting directly toward the 45 credit certificate and the A.A. degree) for work experience is undoubtedly a most innovative contribution of the Minneapolis New Careers program. Beginning in the winter quarter, three field instructors (one for elementary teacher aides, one for the social work aides, and one for secondary school and other instructional aides) had the broad responsibility of legitimizing the work experience for University credit.

The field instructors have academic appointments with General College. Guidelines¹ were established for the agencies with agency

¹ See printed materials available for field work guidelines.

understanding that the University could not grant credit to their enrollees if minimum standards were not met. Credit is given on a "pass-no pass" system. Thus far, only a few have been given a "no pass" grade, while a larger number have been placed on "probation" by way of a letter warning that there are certain problems with the work performance which if not corrected will deny credit to the enrollee.

Field instructors have accepted four major responsibilities: working with supervisors in agencies in evaluating the job experience; conducting seminars with enrollees in problem-solving sessions related to their work (voluntary and somewhat irregular); giving technical assistance to agencies in their in-service programs; assisting in the development and teaching of the core curriculum courses. One instructor has developed the Education Methods for Teacher Aides course in cooperation with the Minneapolis School Board personnel and is teaching this course. She has also developed the workshop on Education Methods and conducted it, along with the coordinator of teacher aides in the Minneapolis Public Schools.¹ Another instructor has participated with the University staff of New Careers in the development of the course, American Public Welfare: Programs and Policies, and has taught this course; in addition she assisted in the workshop on Group Work Methods.² The field work instructors carry on wide-ranging activities in

¹ See printed materials available for field work guidelines.

² Ibid.

linking the work experience and the educational component into an integrated whole.

Certain problems have revealed themselves since the interim report was published. The first relates to the dilemma of a conflicting view that arises, not in all agencies, and not with all New Careerists, yet sufficiently often to merit attention. The conflict, briefly stated, is that agencies tend to use aides to provide the most immediate service needs, with only secondary consideration given to the appropriateness of such tasks in relation to the concept of job experience as an opportunity for learning and growth. Field instructors, on the other hand, are apt to view the aide's work assignment in terms of providing such an opportunity with secondary consideration given to agency needs. Intertwining the agency's use of an aide where the need is greatest with the assurance that the work experience will also provide a broad training experience is a delicate and challenging task but its resolution lies at the heart of the new careers philosophy.

Closely related to this conflict is one involving the supervisors of New Careerists. Aware of the dangers of easy generalizations, nevertheless we are forced to the conclusion that the role of supervisors in New Careers has not been sufficiently developed though they are indeed crucial to the success or failure of the enrollee's work experience. Viewing the aide solely as a trainee, and the supervisor as teacher is too simple a characterization to make and yet this aspect of the complex relationship between New Careerist and professional staff supervisor has not been, we believe, sufficiently stressed.

Responding to these observations, we are suggesting some changes in the guidelines for credit for work experience.

1. Regularly held seminars for enrollees and the field instructor primarily geared around problem-solving in the work experiences context. Attendance on the part of the enrollee will count in the accreditation.
2. Regular meetings with supervisors to share information on aspects of job performance.
3. Supervisors will have total responsibility for the written evaluation.
4. Conferences with supervisors and aides will be held by the field instructor where indicated.

These more formalized arrangements will not necessarily diminish the informal contact between field instructors and supervisors that has been established.

These are tentative guidelines which are still being discussed with the agencies. If adopted, we shall carefully evaluate the experience under these new arrangements with the agencies and New Careerists and this review will determine whether or not further changes are needed in the developing process of this innovative feature of the New Careers program.

Counseling and Supportive Services¹

The HELP Center (described in detail in the Interim Report) is the counseling component and source of supportive services for those enrollees registered in the University. Its wide-ranging activities and responsibilities cover record keeping, educational and personal counseling, testing, coordinating tutorial services, group study sessions, and a host of detailed responsibilities relating

¹ See Appendix for detailed account of Project HELP.

to book allowances, student health problems and student-faculty relationships. The Project Director and staff of the University component (assistant director and field instructors) meet regularly with Project HELP staff to review their activities and experiences. These regularly held staff meetings yield the grist out of which the Project Director and staff formulate policy on such things as book allowances, attendance requirements, curriculum needs; and suggest coordination strategies necessary to provide a coherent development for the many University components involved in New Careers, the participating agencies and New Careers central administration. Project HELP provides the heart and muscle of the day-to-day responsibilities of a supportive and counseling unit which is an absolute sine qua non of a project such as New Careers.

Indeed, as the voluminous studies and analyses dealing with utilization of human resources and the employment market reveal, one cannot speak of a manpower project that concerns itself with the unemployed or underemployed without comprehending the need for a wide range of supportive services. These supportive services carried on by Project HELP go beyond specific educational counseling and are related to the realities of the situations New Careerists present: barriers to a successful education experience traceable to a variety of personal and environmental stresses. Project HELP staff is sensitive to the interdependence of a range of factors that affect academic performance. Lodging these supportive services within the University component has proved quite successful.

Out of this past year's experience, we are recommending one major change in supportive services: the addition of a half-time person to 1) supervise the counseling staff; 2) conduct an inquiry into effective counseling techniques for adult, low income students;

and 3) generate research into appropriate testing procedures for this constituency. With the stress on open-ended recruitment for New Careers and the rightful emphasis on abandoning conventional pre-judgments based on past records, the success of New Careers will, nevertheless, depend in large measure on having reliable indicators to give some predictive sense of abilities and capacity to cope adequately with the opportunities presented by the program. Relevant testing procedures are a compelling need in new career development.

Refinement of testing and counselling procedures and experimentation with various staff components (e.g., the use of counselor aides drawn from minority groups) will be the chief concern of the program in its second year.

IV Impressions of the New Careerist as Student

In summarizing the observations that were made in the interim report on the New Careerist as a student, we note, at this point, that they are still relevant. While no stereotype will suffice, we are on the whole considering a student population that has been out of school for many years and a large number that have had unsuccessful school experiences. While, predictably, there was at the beginning uncertainty, anxiety and a feeling of intimidation by the University and its academic routines, there was general agreement among the staff and instructors that we had underestimated the potential of this group. They rapidly learned to cope with the credit system, University procedures, and the role of student in mastering the skills of academe: to deal with readings, written requirements, and technical language. From data gathered by the research staff, from extensive informal conversations with a large portion of New Careerists, from instructors and agency personnel, the unmistakable observation can be made that the opportunity for an education afforded by the New Careers program is considered one of inestimable value. "Without an education, I will never be anything but a flunky" was a sentiment echoed over and over again by the enrollees. An overwhelming number of New Careerists spoke of this program and its educational component as their last chance to win their way into "the system". We note that in the last registration figures available (fall quarter, 1968) of those New Careerists who had been in the program two or more quarters, 113 elected to register for course work well over the recommended minimum of 6 credits (in addition to the two credits for on-the-job experiences). There has been a strikingly low dropout rate due to academic frustration.

Glancing back over the year's experience we have no hesitancy in saying that, in a sense, we asked the beginning New Careerists, filled with many doubts and anxieties about their competencies to surpass themselves. An overwhelming number did so.

In taking a closer look at the experience of the New Careerists on campus, it is essential to keep in mind that we are not looking at students who come out of middle class backgrounds, fresh out of high school, and prepared to move ahead to achieve a degree in higher education. On the contrary, we have a student group who come, by and large, with a long history of tensions and conflicts arising out of the frustrations of their crisis-laden lives. Poverty, racism, illness, personal deficiencies, the wrong circumstance at the wrong time, have conspired in one way or another to keep them out of the opportunity structure. Each one carries a special knowledge of his own life experiences. Each one has endured, for the most part, the grim struggle for survival. His worldly knowledge outstrips anything that the conventional student brings with him into the classroom. Much of this is reflected in the way in which the New Careerist assumes the role of student. Because it has important implications for the educational component that is designed for this constituency, we shall briefly touch on some observations of the "life style" of the New Careerist as it affects his role as student.

One precaution is necessary, here. It is, of course, misleading to speak in any general terms about New Careerists as a "class". Indeed, the failure to recognize interclass differences may lead one into the kind of rigidities in program development that may be fatally defective. Partly, the confusion in understanding the heterogeneity amongst the New Careerists arises out of mistaking economic

position with life style. Although all New Careerists in the Minneapolis program by virtue of eligibility guidelines must be economically disadvantaged, lack of income is perhaps their only unifying feature. One detects, at least, two major groups. One is essentially middle class and working class in origin but through a series of misfortunes no longer self-sufficient. On the whole this group attaches a high value to liberal education, work, and values of the conventional community. Another group, born and reared in poverty, attaches little importance to education that is not utilitarian, places less value on work as a way of life, and tends to adhere to values that arise out of narrow personal and neighborhood experiences. Out of repeated failures, one detects in this group a notable lack of confidence in the capacity to be competent.

The challenge to an educational program for new careers that is lodged in a college or university, lies, of course, in the capacity to respond to the spectrum of "life styles" that a constituency such as this one presents. The following observations drawn from three quarters of academic work of the enrollees may throw some light on some of the situations that may require sensitive adaptations of the conventional higher educational system. (These will relate chiefly to the second group mentioned above. The first group, more or less, meets the usual expectations as students.)

First one must take into account that out of a sense of low self-esteem, and an experience of exclusion, tests generate a degree of fear and anxiety that is well beyond that experienced by most students. Out of this consideration, we held formal testing to a bare minimum in the first quarter but rather used the academic experience itself as a test to reveal to the enrollee his strengths

and weaknesses. Testing was introduced (and as we said earlier, we are considering more appropriate testing procedures than those we currently use) in the second and third quarters and while it still induces great anxiety, despite obvious assurances, the enrollees are better able to tolerate tests once they feel more settled themselves into the role of student. Multiple-choice questionnaires still present difficulty. Our previous observation still holds: The verbal "games" which make up a large part of multiple-choice examinations create a good deal of hostility in the New Careerist and he will often complain about the ambiguities and demand "straighter" questions. (We are still not certain that he differs very much in this from the regular student.) Written examinations also present problems and many instructors have arranged take-home examinations to deal with the unusual degree of anxiety induced by the prospect of written tests. The use of tape recorders for oral examinations has been mentioned as a possibility, although, to our knowledge, no instructor has actually used this as an alternative. Another troubling aspect of the testing or questionnaire situation deals with "personal" inquiries. Formal testing procedures and personnel questionnaires which require past background tend to arouse the anger and suspicions of many enrollees. Questions relating to "father's educational level" and marital status are particularly objectionable. It will, perhaps, be New Careerists who will force an overdue review of irrelevancies in testing and questionnaire procedures.

The New Careerist as student vis-a-vis the scholar as instructor also poses certain predicaments. There is a certain gulf and distrust between the New Careerist who regards himself as having extensive

knowledge of the human condition derived from personal experience and that of the instructor who is regarded as the scholar deriving his knowledge from the sheltered grove of the academy. In a sense, the classroom becomes somewhat of a battleground pitting the student hardened by life's experiences against the instructor who is armed with theoretical knowledge.¹ The task of the instructor is, of course, to acknowledge the validity of the enrollee's personal experiences but additionally to dilate the range of the student's perspective and to move him to that ultimate goal of education: to conceptualize, organize and criticize. The selection of an instructor who knows how to fuse the New Careerist's personal knowledge with that of the scholar's broad view becomes critical in the successful teaching of a new career's curricula. One instructor described the task as one in which the effort had to be made to expand the "provincial" view to a "metropolitan" one.

Related to this is the New Careerist's view of curriculum. Material which is not immediately familiar to his range of personal knowledge is sometimes uncongenial and irrelevant. There is, of course, much that is drudgery in the conventional educational process. From our impressions, for the New Careerist this is especially burdensome considering the other responsibilities that he carries. Couple these observations with the enrollee's perception that course work should be wholly utilitarian and specifically job-related and one glimpses the controversial aspects of designing new careers curricula. In many ways the enrollees in their discussion of curricula mirror the turbulence that is generated by regular students in their probing

¹ A Report on the experience of a noted criminologist who taught a course in "Crime and Delinquency" which had a large number of ex-offenders in the class will be released shortly and illustrate the point made.

questions around relevance of content, the quality of teaching, and the mix of academic abstraction and the urgencies of contemporary crises. In our judgment, however, it is only a modest portion of New Careerists who may be described as "educationally hesitant", and have resisted the idea of a liberal education. For the major portion of New Careerists the broad range of course work available in the General College has been a source of self-renewal. For example, during the 1967-68 academic year New Careerists enrolled in a total of 58 different courses, taken in the General College, College of Liberal Arts, and the General Extension Division. Table 1 cites the distribution of courses taken:

TABLE I

<u>Course Area</u>	<u>Number of Different Courses Undertaken</u>
Science	6
Mathematics	3
Social Science	17
Includes: Sociology	
Psychology	
History	
Political Science	
Economics	
Communication Skills	11
Humanities	16
Includes: Philosophy	
Commercial Art	
Art	
Music	
Business	<u>5</u>
Total	58

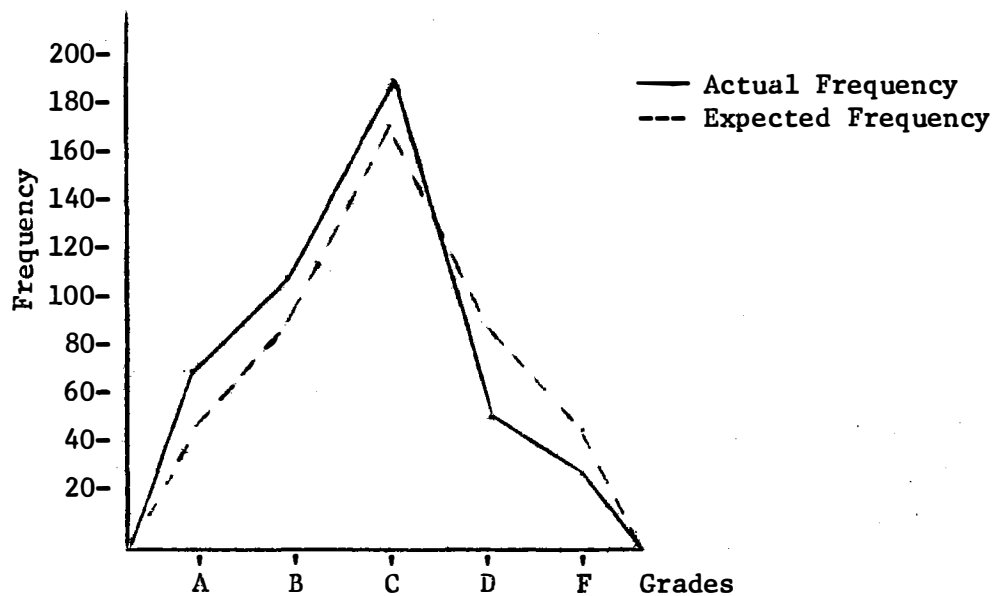
A preliminary analysis of grades which New Careerists earned during the first year of the program indicates that they did at least as well, if not better, than other General College students and the expected grade distribution normally assigned to classes. Among enrollees in General College, 10 made the Dean's List. A total of 429 grades were given for the 58 courses taken. Table 2

shows the actual grade distribution as well as the expected grade distribution. Table 3 gives the same information in graph form.

TABLE 2

<u>Grade</u>	<u>Frequency</u>	<u>Expected Frequency</u>
A	68	43
B	106	86
C	190	171
D	43	86
F	22	43

TABLE 3



Yet another aspect of the New Careerist as student has engaged the attention of the staff. This is the question of the effects of higher education on the so-called life-style of the New Careerist sometimes described as "indigenous". Speculations on whether the enrollee can retain his natural style of manner, language, and presence, which link him closely to his own constituency, or whether he will become "professionalized" as he moves through higher education will, perhaps, continue until we have some objective data to consider. At this time we subscribe to the observation of one of our oral

communication teachers (who was recently appointed Assistant Director of the University New Careers program), Prof. Fred Amram who asserts "The enrollees learn new language patterns as well as other new behavior patterns. They add these to their existing large repertoire of role 'skills'. In other words, the enrollees are simply increasing the number of different roles they are able to play. There is no reason to believe that they unlearn any of their old patterns. They know how to make the 'switch' and make it work for them."

One of the underlying goals of the educational component is to assure the enrollees of their adequacies and to reflect back to them the value of their own human resources. It is in this context that an unexpected development has taken place. Both the staff and the instructors have been able to identify many of the enrollees as having particular talents which can be useful to the community. We note with interest that during the past year several enrollees have taken on community positions on task forces, committees and boards. A few have accepted special assignments from the Minneapolis School Board. Many have assumed positions of leadership in their neighborhood organizations. A few will be engaged as teaching assistants in the University. In a sense New Careers has become a resource for talent that has been tapped quite extensively in the community.¹

A statistical analysis of the New Careerist as student will be issued as soon as the data has been analyzed.

¹ A scrapbook of newspaper clippings describing activities of the New Careerists in the community is available in the New Careers office at 219 Clay School.

V Research Component¹

The research for the Minneapolis New Careers Program is discussed extensively in several documents, including the Interim Report and an original Research Proposal. Let it suffice here to say that the major job of data collection has been completed in 1967-68. The Minneapolis Program has probably the most advanced research component of any New Careers program in the nation. A great deal of information has been collected on the important question of what kinds of personal or role change take place in people while in a New Careers Program. Repeated administrations of a general questionnaire, as well as an ongoing panel study with a small randomly selected group of enrollees, have given us sound data concerning these change questions.

Now that we have established some measure of change for the enrollee we need to look at the predictive value of these measures in terms of other important variables. Such variables as job effectiveness, job satisfaction, educational effectiveness, and educational satisfaction. Ultimately these variables, when combined with our first year measurements of change, should be able to give us positions from which we may suggest policies regarding recruitment and what structural types of agencies should be included. In addition to these fundamental questions, we have also been gathering data concerned with the basic social and economic backgrounds of the people involved in the program. Hopefully this information can lead us to other types of nuances for the evaluation of various aspects of the program as a whole.

¹ The research project has been funded separately under a grant from Manpower Research, Department of Labor.

VI A Look Ahead: Program Development

While an air of improvisation appears to hang over the University component of New Careers, a review of the past year's development reveals substantial progress toward the establishment of a higher educational component that underpins new career principles. New curriculum, supportive services, and credit for on-the-job experiences, are designed to move enrollees toward credentialed academic goals. The program is firmly built into the General College and the General Extension Division, the two cooperating units of the University.

Three significant features of the educational component of the Minneapolis New Careers program deserve mention as one reviews it in a national perspective: 1) It is securely anchored in college level education; 2) While a transitional period of sheltered and modified course work has been developed, the goal of encouraging the enrollee to move into regular college course work has been firmly held. The campus has been the site of almost all course work. A segregated track of higher education designated for enrollees only has been avoided. (This tendency which has been observed in some higher education plans for New Careerists, in our judgment, should be rejected, leading, as it will, to a kind of apartheid system of new career education.) 3) No limit has been set on the enrollee's academic goal.

* Bringing New Careerists on campus was deliberately planned in preference to classes held in the neighborhoods or on agency sites. In our judgment, supported by the enrollees, this decision has been justified overwhelmingly not only in the fact that an institution, "the University," has now become familiar and useful to the enrollees themselves but this familiarity has now been extended to the hundreds of children of the participants in New Careers. One cannot estimate the effects of bringing a hitherto alien institution into the very fabric of the enrollee's family life. Despite obvious inconveniences in travel and schedules, almost without exception, the enrollees have expressed their satisfaction and indeed, pleasure, in being on campus.

Retaining these features, and moving on from the progress achieved so far, the following aspects of the program will receive continuing refinement.

1. The Use of New Careerists Within The University for Curriculum Enrichment and Counseling Services.

In this past year one of the New Careerists with an Indian background served as a teaching assistant to a General College professor. He is now assisting in a course on Ethnic Art, Literature, and Music (Indian section). In an expanded development for this coming year, twelve slots have been established for "Cultural Education Specialists" (hired by special contractual arrangement through the University's Center for Curriculum Studies).¹ New Careerists will participate in courses such as School and Community to weave their insights and experiences into education theory. Plans for use of this special classification in other course work remains to be developed. New Careerists have been asked to participate in panel discussions and seminars in the School of Social Work helping to bridge practical knowledge with theoretical concepts. There are indications that this participation will be expanded. Consideration will also be given to the possibility of developing Counselor Aide positions within the counseling units of the University.

2. A More Effective Integration of the Work-Study Program

Elsewhere in this report, we have outlined plans for field work instructors in linking more effectively the New Careerist, the agency and the education component. A task still awaiting us is

¹ Cultural Education Specialists have been made available to faculty under a program designed by Arthur Harkins, Coordinator for the University Center for Urban and Regional Affairs, and James Werntz, Director of the Center for Curriculum Studies.

the consideration of ways in which the supervisors in agencies can strengthen the program. In the past year, with the effective use of a "neutral" participant,¹ several informal meetings were held with supervisors in various agencies. Several problems, already well documented, emerged: lack of time for supervision; tension in perceiving the New Careerist as a genuine staff member; a paucity of ideas in the creative use of New Careerists, etc. Certainly, the training of supervisors in the use of para-professionals as team members requires urgent attention and time will be devoted to plans for dealing with this neglected part of the program. We shall also be considering a series of meetings between agency staff members and New Careerists for an exchange on their developing roles.

3. Linking the New Careers Program to Advancing Opportunities

A concerted effort will be made to ensure the link of the A.A. to the B.A. offered in social welfare and to the B.S. leading to an education career. We are trying to create the most useful link for the New Careerist into the program leading to advanced degrees. Curriculum committees established last year with the College of Education and the School of Social Work will be used for these purposes. The link of New Careers and its advancing ladders to the civil service system will also involve attention.

4. Special Help for New Careerists with an Indian Background

We are aware of the dismaying fact that New Careerists of Indian background have a disproportionate drop-out rate. Discussions are underway for special study and tutoring sessions with Indian students

¹ Mrs. Pearl Rosenberg, a group dynamics specialist, conducted these sessions. Her services were donated by the Agricultural Extension Service and we note this generous contribution here.

as resource persons.

5. Establishing the Core Curriculum for Para-professionals in the Human Services

The General College took a significant step in curriculum development in adopting several core courses first offered to New Careerists into its regular course offerings. Three of these courses have now been offered to Title I teacher aides (teacher aides in the program financed by the Elementary and Secondary School Act, P.L. 89-10), as part of their education. Discussions are now underway with the General Extension Division to explore the possibilities of offering the core curriculum, on an extension basis, to other para-professionals now working throughout various agencies in the community.

While the above developments will deal with some specific aspects of the program, there are underlying issues with long range implications that need attention both locally and nationally. In the proper recording of a demonstration project, the interplay of the operational program and its theoretical concepts should subject the entire project to inspection, correction and improvement. It is in this sense that we touch on issues which have been debated within our own staff.

Recruitment and Selection

This process represents a critical step in the success of a New Careers program. After being tested in the fire of one year's experience, assessment of the "open, in-screening" recruitment and selection process has now begun with the research staff.

The question must be asked: "For whom does this program work?" Given a limited number of openings and a large number of applicants,

a thoughtful approach to making the most effective use of the program's opportunities cannot be pushed aside. The recruitment, by law, into a New Careers program established under the auspices of the "Scheuer Amendment", must be directed toward the "hard core unemployed".

The phrase, however, does not by any means command a common interpretation. The individuals represented by that calamitous phrase, as all manpower experts now readily admit,¹ are so varied in their problems and prospects that a single manpower program cannot possibly encompass them. To suggest, as a few New Career idealogues have, that the program could and should encompass all hard core unemployed is misguided and damaging to those who are inappropriately brought into the program only to face another failure.

The first step toward defining criteria for the recruitment and selection of enrollees has begun with the soon-to-be published paper on dropouts from the research staff. What in fact are the predictive factors that can enable us to use this program most productively without referring to a conventional approach to screening? We firmly believe that past education and past employment are not necessarily sound criteria for selecting persons to move into human service careers. It will be our concern in the following year to take a hard objective look at those who have indeed been successful both on the job and in their educational pursuits. Using our data and insights, we shall be preparing a position paper on the implications for New Careers programs.

Retaining Male Heads of Household in New Careers

The undeniable fact is that the New Careers salary schedules (roughly \$2.00 to \$2.90 per hour) are inadequate for men who are

¹ "The Antecedents of our Currently Changing Manpower Concepts," P.H.R.A., Vol. III, No. 1, January-February 1968.

heads of household that have several children. Our data discloses that these men have had to leave the program and those that remain do so under severe financial stress. Women who are heads of household can, with AFDC arrangements, make use of medical care programs and other fringe benefits which enable them to survive with a minimum standard of decency. The program has, indeed, taken on a matriarchal nature because of the inequities in the financial arrangements.

Some, in explaining the preponderant number of women in New Careers, claim that the culture bound nature of new careers in human services particularly draws women. However, it has been our experience that men, especially minority group men in search of employment opportunities that have dignity, satisfaction, and a "professional" status within the community are, indeed, drawn toward New Careers.

The inequitable financial situation discourages them. It is our contention that a family allowance system should be built into the program to permit men to use the opportunities of New Careers and sustain themselves and their families adequately. Certainly this problem has engaged the concern of all who are drawn into the New Careers movement. Perhaps the time has come, if it is not already overdue, in placing within one demonstration project the experiment of a family allowance system.

Continuing Education Possibilities

A recurrent question from New Careerists is how to continue their education. Unquestionably, for a majority of the enrollees the goal of an academic credential has now been firmly grasped. Glancing at the meager resources of local and state institutions for scholarship help, one is impelled to look toward the federal government for an extensive variety of stipends which could include tuition

for general extension courses offered by universities and support for some day-time course work or even a period of full-time course work to finish off a degree that may be within striking distance. Certainly this issue needs close examination.

While all of these ideas may leap ahead of the capacity of institutions to deal with them instantly, one is nevertheless compelled to ask for a response in the most urgent terms. Anyone who has been close to an operating New Careers program will recognize the sense of seeing people desperately trying to escape a hapless destiny imposed upon them by poverty and luckless circumstance. The urgency is inescapable.

APPENDIX

SUBJECT: Role and Function of the H.E.L.P. Center as it pertains
to the NEW CAREERS PROGRAM.

PREPARED BY: Forrest J. Harris
Director, H.E.L.P. Center

Yvette Boe Oldendorf
Assistant Director, H.E.L.P. Center

The New Careers program is embarking upon its second year of operation in Hennepin County. This is intended as a synopsis of the role, functions, and activities of the H.E.L.P. Center during this first year of the program.

The H.E.L.P. Center exists as the support service in the education component of the New Careers program. As such it has seven staff members and ten student-aides. It is located in Johnston Hall on the Minneapolis Campus of the University of Minnesota.

When an individual is hired by the New Careers Administrative Office, he is referred to the H.E.L.P. Center. There he is tested for general academic skills. He then has an interview with a staff member and together they select the suitable education pattern for him. Factors such as test scores, prior educational background, expectations, motivation and job requirements are taken into account. The enrollee is then either referred to Adult Basic Education (for education toward a G.E.D. or skills improvement) or assisted in making application for admittance to the University.

The H.E.L.P. Center then, more specifically, serves those individuals who elect to attend the University. It is the function of the Center to advise, counsel and assist students in their education and to aid them in alleviating problems which could impede their

New Career's role or in their educational development. It is in this area that the Center has its daily and intensive contact with New Careerists.

The Center facilitates their admittance into the University, assists them in the selection of appropriate courses; provides orientation to the education component and to the University; registers them for courses each quarter of their attendance at the University; keeps records of their progress; deals with all the appropriate divisions of the University to facilitate these processes (e.g., Bureau of Admissions and Records, Bursar's Office, General College, College of Liberal Arts, Student Health Center).

The majority of New Careerists enter the General College of the University. The H.E.L.P. Center is uniquely qualified to assist these students because of its close ties with this College and its presence on the campus.

Each staff member has approximately thirty New Careerists as advisees for whom he is specifically responsible. Each staff member has a number who he sees on a regular counseling basis and is available daily for the New Careerist to assist in immediate questions and problems. In this area each member of the staff has conducted weekly, hour-long group sessions (groups consisting of six to ten individuals) to aid them in their adjustment to all the facets of the program.

In addition, the staff keeps attendance records; conducts study sessions for examinations; assists in changes in class registration; acts as liaison between student and instructor, when necessary.

The H.E.L.P. Staff meets regularly with the staff of the education project director to coordinate activities and to assist in curriculum

development. One member of the staff has taught special courses for New Careerists and has thus aided them in their academic development and has gained insights through this classroom contact. Non-credit math instruction was offered by a member of the staff for individuals who were preparing for their G.E.D. examination or who needed a refresher course in mathematics.

There are ten student-aides working for the Center who tutor New Careerists and help them in the University processes, attend classes with them and are available to study or discuss problems with them at home or on the campus. Each staff member has specific aides assigned to him and can arrange the contact between student-aide and New Careerist.

Counseling individuals with personal problems has been a major function of the staff. This may consist of regular or periodic personal sessions or if necessary, referral to sources competent in a specific area, (such as the Mental Health Clinic, Debt Adjustment, A.F.D.C., etc. or to the social worker on the staff.)

Enrollees have been assisted in such areas as psychological problems, family problems, health difficulties, job problems, as well as academic problems. The social worker as well as other staff members have, upon request, made home visits to New Careerists with problems, have accompanied them to welfare agencies and to court. During the past year, for example, sixty-one New Careerists were counseled regarding financial problems. Over half of these were seen on a regular basis. In thirty-four of these cases there was consultation with welfare and financial agencies.

The H.E.L.P. Center has had regular contact with the agencies employing New Careerists to discuss problems and evaluate progress.

Attendance reports are shared with the agencies as are the class schedules of each enrollee. The agencies have met periodically with the H.E.L.P. staff for a thorough evaluation of academic and job performance to facilitate academic advising and job adjustment and promotion.

The H.E.L.P. Center has tested and interviewed virtually all individuals hired by the program. The Center has served approximately one hundred-fifty New Careerists attending the University during the Fall and Winter Quarter and one hundred eighty-two in Spring Quarter. We have recognized that the University and Adult Basic Education have not met the educational needs of a number of these students. It has been one of our main concerns that programs and curriculum be developed to meet the skill needs of these individuals. The H.E.L.P. Center has proposed the T.E.P. (Transitional Educational Program) that would consist of individualized education that would be innovative, would enhance both skills and motivation, and would enable the individual to move, if he wished, into University education.

The H.E.L.P. Center is prepared to continue its role of serving New Careerists in pursuing their education. We hope that this report will aid in the evaluation of the first year and the planning of the second year of the New Careers Program.

PRINTED MATERIALS AVAILABLE

The following materials are available upon request from the Office of New Careers, 219 Clay School, University of Minnesota, Minneapolis, Minnesota 55455:

1. New Careers Curriculum Development (the syllabi for 5 core courses for three different types of aide trainees - classroom aides, social work aides, and correction aides)
2. Guidelines for University Credit for Work Experience of New Careerists (including experimental evaluation forms for Teachers and Teacher Aides and Social Work Aides)
3. 45 Credit Certificate for New Careerists (including course requirements and suggested electives for Teacher Aides, Social Work Aides, and Correction Aides.)
4. Interim Report on Education, New Careers, University of Minn.
5. A Summer Workshop for New Careers

The following publications are available from the Research staff:
R. Frank Falk, Director, New Careers Research, 209 Clay School,
University of Minnesota, Minneapolis, Minnesota 55455.

1. Costs and Benefits of the Minneapolis New Careers Program (a Ph.D. paper by Ronald Brandt)
2. A Critique of Agencies in the Minneapolis New Careers Program
3. Job Interests and Job Satisfaction of New Careerists
4. Down The Up Staircase: A Study of New Careers Dropouts

The following publications are available from the Minneapolis Public Schools, Teacher Aide Project, Fredrick V. Hayen, Consultant, 807 N.E. Broadway, Minneapolis, Minnesota 55413.

1. Teacher Aide Program, A Research Report, 1967
2. Career Ladders for Auxiliary Personnel:
Teacher Aide, April 1968
School Social Worker Aide, June 1968
(with accompanying orientation outlines)
3. A Guide for Teachers in the Use of Nonprofessional Personnel,
Revised 1967
4. Paraprofessional Personnel, A Position Statement of the Minnesota State Department of Education, June 1968

5. A Position Statement and Design for State Certification of Teacher Aides, Proposed to the Minnesota State Department of Education

A Policy Statement, and accompanying rules, Use of Teacher Aides, Minneapolis Board of Education, February 1967, October 1967

7. Teacher Aides, A Status Report of the Minneapolis Public Schools' Program, September 30, 1968

Progress Report on Education -
Minneapolis New Careers
Program, University of Minn.,
First Fiscal Year, ending
June 30, 1968. By Esther
Wattenberg. Sept 1968.